

Message Text

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ACTION EUR-12

INFO OCT-01 IO-13 ISO-00 FEA-01 ACDA-07 AGRE-00 AID-05
CEA-01 CEQ-01 CG-00 CIAE-00 CIEP-01 COME-00 DLOS-06
DODE-00 DOTE-00 EB-08 EPA-01 ERDA-05 FMC-01 TRSE-00
H-01 INR-07 INT-05 JUSE-00 L-03 NSAE-00 NSC-05 NSF-01
OES-06 OMB-01 PA-01 PM-04 PRS-01 SP-02 SS-15 USIA-06
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FM USMISSION EC BRUSSELS
TO SECSTATE WASHDC 2866
INFO ALL EC CAPITALS 3031
USMISSION GENEVA
USMISSION USUN NEWYORK

C O N F I D E N T I A L SECTION 1 OF 2 EC BRUSSELS 0808

FOR S/AL AMBASSADOR-DESIGNATE RICHARDSON

E.O. 11652: GDS
TAGS: PLOS, EC
SUBJECT: STRATEGY FOR INTERSESSIONAL CONSULTATIONS ON LAW OF THE
SEA.

REF: STATE 298001

1. SUMMARY: ALTHOUGH NOT AN ACTION ADDRESSEE FOR THE REFER-
ENCED TELEGRAM, THE MISSION PROPOSES ADDING THE EUROPEAN COM-
MUNITY TO THE LIST OF COUNTRIES RECEIVING MAXIMUM US ATTEN-
TION FOR THEIR IMPORTANCE TO THE SUCCESSFUL CONCLUSION OF THE
LAW OF THE SEA NEGOTIATIONS. END SUMMARY.

2. EC MEMBER STATES AND THE COMMISSION ARE AGREED THAT THE
COMMUNITY (PROBABLY BOTH THE EC COMMISSION AND THE COUNCIL)
WILL HAVE TO SIGN AN EVENTUAL LAW OF THE SEA CONVENTION ALONG
WITH THE 9 MEMBER STATES SINCE THE COMMUNITY EXERCISES COMPE-
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TENCE ON BEHALF OF ITS MEMBERS OVER SOME MATTERS WITHIN THE
SCOPE OF THE EVENTUAL LOS CONVENTION AS PRESENTLY ENVISAGED
(76 EC BRUSSELS 4065). CONVERSELY, NO MEMBER STATES COULD
SIGN THE CONVENTION UNLESS IT WERE APPROVED BY THE
COMMUNITY SINCE, UNDER THE RULING BY THE EC COURT OF
JUSTICE IN THE ERTA CASE IN 1970, INDIVIDUAL MEMBER
STATES DO NOT HAVE THE RIGHT TO CONTRACT OBLIGATIONS

IN AN AREA FALLING WITHIN THE COMPETENCE OF THE EC. THE COMPETENCE OF THE COMMUNITY HAS NOW BEEN ESTABLISHED BY DECISIONS OF THE EC COUNCIL IN REGARD TO FISHERY MANAGEMENT AND CONSERVATION IN THE NEWLY EXTENDED FISHING ZONES OF THE MEMBER STATES AND IN REGARD TO THE ACTIVITIES OF EC FISHING FLEETS ANYWHERE IN THE WORLD. A PENDING EC COUNCIL REGULATION SHOULD AMPLIFY EC COMPETENCE OVER FISHERY RESEARCH CONDUCTED BY THE MEMBER STATES.

3. EC COMPETENCE ALSO EXTENDS TO SOME ASPECTS OF CONTROL OF POLLUTION OF THE SEAS, AND THE COMMUNITY IS SIGNATORY TO TWO INTERNATIONAL CONVENTIONS IN THIS RESPECT. WHILE SOME KEY MEMBER STATES ARE STILL RELUCTANT TO SEE AN ENLARGEMENT OF COMMUNITY COMPETENCE TO EXPLOITATION OF THE SEA BEDS AND THE POSSIBLE FUTURE NATIONAL "ECONOMIC ZONES" OF THE MEMBER STATES, SOME COMMISSION AND COUNCIL SECRETARIAT OFFICIALS BELIEVE THAT UNDER CONSTANTLY EVOLVING COMMUNITY LAW, EC COMPETENCE IN THESE MATTERS BASED UPON THE EC'S AUTHORITY PROVIDED BY THE TREATY OF ROME OVER COMMUNITY TRADE IN THE PRODUCTS DERIVING FROM SUCH EXPLOITATION WILL EVENTUALLY BE ESTABLISHED.

4. THE DESIRABILITY OF ESTABLISHING CLOSER CONSULTATIONS WITH THE EC ON LOS MATTERS, HOWEVER, IS NOT BASED SOLELY -- OR EVEN PRIMARILY -- ON THE FACT THAT THE EC WILL BE A SIGNATORY TO THE CONVENTION. OF PROBABLY EVEN GREATER PRACTICAL IMPORTANCE TO US

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INTERESTS IS THE INCREASING DETERMINATION OF THE COMMUNITY TO COORDINATE THE POSITIONS OF ITS NINE MEMBERS ON SUCH MATTERS AS UNLOS (AS WELL AS THE NORTH-SOUTH DIALOGUE, ENERGY DEVELOPMENT AND CONSERVATION, AND UNCTAD) WHERE EC COMPETENCE DOES NOT DERIVE COMPLETELY FROM THE TREATY OF ROME OR SUBSEQUENT EVOLVING COMMUNITY LAW. THE EC COMMISSION AND THE EC COUNCIL SECRETARIAT WENT TO CONSIDERABLE LENGTHS TO TRY TO ASSURE THAT THE EC-9 SPOKE WITH ONE VOICE (ALBEIT NOT ALWAYS SUCCESSFULLY) AT THE AUGUST-SEPTEMBER 1976 UNLOS CONFERENCE IN NEW YORK. TO THIS END, A SIX-MAN TEAM FROM THE COMMISSION AND AN EQUAL NUMBER FROM THE COUNCIL SECRETARIAT ATTENDED THE CONFERENCE IN AN OBSERVER CAPACITY AND HELD ABOUT 80 "COORDINATING SESSIONS" WITH MEMBER STATES AT NEW YORK. FURTHER MEETINGS OF WORKING LEVEL OFFICIALS WERE HELD IN LATE 1976 AND EARLY 1977, AND THE HEADS OF THE EC-9 LOS DELEGATIONS MET IN DECEMBER AND ARE SCHEDULED TO MEET AGAIN FEBRUARY 10 TO PRE-

PARE A COMMON POSITION FOR THE NEXT UNLOS SESSION IN MAY. WHILE THESE MEETINGS ARE HELD NOMINALLY UNDER THE AUTHORITY OF THE EC COUNCIL, THE EC COMMISSION PREPARES THOROUGH STUDIES WITH POLICY RECOMMENDATIONS AS A BASIS FOR THESE COORDINATING SESSIONS (76 EC BRUSSELS 5735).

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C O N F I D E N T I A L SECTION 2 OF 2 EC BRUSSELS 0808

FOR S/AL AMBASSADOR-DESIGNATE RICHARDSON

5. IN ADDITION TO HARMONIZING THE LOS POSITION OF ITS NINE MEMBERS, THE EC HAS A POTENTIAL INFLUENCE ON THE ACP GROUP OF DEVELOPING STATES WITH WHICH IT IS ASSOCIATED THROUGH THE 1973 LOME CONVENTION. IN RESPONSE TO AN APPROACH FROM THESE STATES, THE EC IS SPONSORING A TECHNICAL SEMINAR FEBRUARY 22-25 TO INCREASE THEIR UNDERSTANDING OF THE ECONOMIC, TECHNICAL AND MANAGEMENT ASPECTS OF DEEP-SEA BED MINING. INCREASING THE UNDERSTANDING OF LOS ISSUES BY THE RELATIVELY MODERATE MEMBERS OF THE ACP GROUP MAY STRENGTHEN THEIR WILLINGNESS AND ABILITY TO CHALLENGE IRRESPONSIBLE POSITIONS ADVANCED BY THE MORE EXTREME MEMBERS OF THE GROUP OF 77 IN THEIR REGIONAL FORA. THUS, THE EC-9 MAY, BECAUSE OF THEIR TIES WITH SOME FORTY ODD LDCS, BE ABLE TO EXERT USEFUL INFLUENCE ON THE OUTCOME OF THE NEXT UNLOS CONFERENCE.

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6. IN DETERMINING THE BEST POSSIBLE US APPROACH TO THE EC DURING THE INTERSESSIONAL PERIOD, IT MUST BE RECALLED THAT THE EC COMMISSION, UNLIKE A NATION STATE, DOES NOT BY ITSELF "DETERMINE" POLICY. RATHER ITS ROLE, WITHIN A LIMITED STAFF, IS TO PREPARE STUDIES AND ANALYSES CONTAINING POLICY RECOMMENDATIONS TO THE EC COUNCIL AND TO PARTICIPATE IN MEETINGS OF THE MEMBER STATES SEEKING TO COORDINATE THEIR POSITIONS ON LOS MATTERS. THE COUNCIL'S SECRETARIAT, WITH A SMALLER STAFF OF LEGAL CONSULTANTS AND EXPERTS, WORKS WITH THE COMMISSION AND ASSISTS THE EC COUNCIL PRESIDENCY COUNTRY (THE UK AT PRESENT) IN SEEKING A COMMON DENOMINATOR IN THE POLICIES OF THE MEMBER STATES AND IN ENCOURAGING ALL STATES TO ADAPT THEIR POLICIES TO THE POSITION HELD BY THE MAJORITY. UNDER THE COMMISSIONER FOR EXTERNAL AFFAIRS, EAMON GALLAGHER, RECENTLY PROMOTED TO DEPUTY DIRECTOR GENERAL FOR EXTERNAL AFFAIRS (DG I) AND HEAD OF THE COMMISSION'S OBSERVER DELEGATION TO LAST YEAR'S UNLOS CONFERENCE, HAS PRIMARY RESPONSIBILITY FOR LOS MATTERS. HE IS SECONDED BY MICHAEL HARDY, A LEGAL ADVISOR TO THE COMMISSION. DANIEL VIGNES, ONE OF THREE LEGAL DIRECTORS OF THE COUNCIL SECRETARIAT, IS RESPONSIBLE FOR LOS MATTERS FOR THE SECRETARIAT. ALL THREE ARE WELL KNOWN TO D/LOS OFFICIALS.

7. THE MISSION SUGGESTS THE FOLLOWING MEASURES AS A MEANS OF INFLUENCING THE EUROPEAN COMMUNITY ON LOS MATTERS AND -- THROUGH THE EC -- TO SUPPORT OUR DIRECT BILATERAL EFFORTS IN REGARD TO THE EC MEMBER STATES AND THE ACP STATES TO HELP ACHIEVE A FAVORABLE OUTCOME FOR THE US AT THE NEXT UNLOS CONFERENCE;

A. AS EARLY IN THE NEW US ADMINISTRATION AS POSSIBLE HAVE THE SENIOR D/LOS OFFICIAL MEET IN BRUSSELS WITH EC COMMISSIONER HAFERKAMP IN THE COURSE OF A VISIT

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TO EUROPE TO CONSULT WITH "KEY COUNTRIES" IDENTIFIED IN REFTEL FOR A GENERAL REVIEW OF PRINCIPAL ISSUES TO BE RESOLVED IN SEEKING AN ACCEPTABLE LOS CONVENTION. THE POSSIBLE OPTIONS IN CASE AGREEMENT IS NOT REACHED AT THE NEXT UNLOS SESSION, INCLUDING POSSIBLE UNI-

LATERAL NATIONAL ACTIONS ON DEEP SEA BED MINING, COULD ALSO BE BRIEFLY EXAMINED. THE OBJECTIVE WOULD BE TO ESTABLISH THE BASES FOR A CONTINUING DIALOGUE WITH THE COMMUNITY.

B. SEEK TO HOLD TECHNICAL CONSULTATIONS AT LEAST WITH THE COMMISSION AND, IF IT CAN BE ARRANGED WITHOUT UNDUE FUSS, JOINTLY WITH COMMISSION EXPERTS AND THOSE OF THE MEMBER STATES UNDER THE AEGIS OF THE EC COUNCIL, FOLLOWING THE EC TECHNICAL SEMINAR WITH THE ACP STATES ON DEEP SEA MINING IN FEBRUARY AND THE "EVENSEN MEETING" IN GENEVA ON COMMITTEE I WORK IN EARLY MARCH. THESE SHOULD REVIEW IN DEPTH ALL ASPECTS OF LAW OF THE SEAS MATTERS, TAKING INTO ACCOUNT THE ACCOMPLISHMENTS OF THESE TWO MEETINGS AND UNSOLVED ISSUES IN THE UNLOS CONVENTION. THE PRIMARY OBJECTIVE OF THESE TALKS WOULD BE TO BRING MAXIMUM US INFLUENCE TO BEAR BEFORE THE COMMUNITY HAS HARMONIZED THE POSITIONS OF ITS MEMBERS FOR THE UNLOS SESSION IN MAY.

C. ROUTINELY PASS INFORMATION DIRECTED TO THE KEY EC MEMBER STATES ALSO TO THE COMMISSION IN ORDER TO ASSURE IT IS APPRISED DIRECTLY OF CURRENT US THINKING ON MAJOR ISSUES.

D. IN THE EVENT AFTER THE MAY SESSION THAT AN IMPASSE ON A UNLOS CONVENTION APPEARS TO MAKE UNILATERAL NATIONAL ACTIONS FOR DEVELOPMENT OF THE SEABEDS INEVITABLE, THE US SHOULD PROMPTLY INITIATE CONSULTATIONS WITH THE EC REGARDING THE CONTENT AND SCOPE OF LEGISLATION WHICH THE US AND MEMBER STATES MIGHT SEEK TO HAVE CONFIDENTIAL

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ENACTED IN THOSE CIRCUMSTANCES. THERE WOULD BE CLEAR NEED TO SEEK COMPATIBILITY OF NATIONAL LAWS AMONG THE INDUSTRIAL STATES IN ORDER TO AVOID OR MINIMIZE CHAOS AND POTENTIAL CONFLICT. HINTON

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